# DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT



## REPORT TO THE HEARING EXAMINER

A.	SUMMARY	' AND PURP	POSE OF REQUEST
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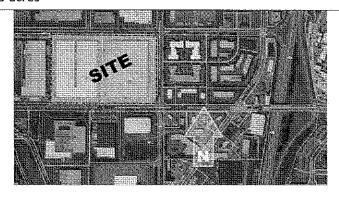
HEARING DATE:	October 14, 2014
Project Name:	IKEA Redevelopment
Owner:	IKEA Property, Inc.; 420 Alan Wood Rd; Conshohocken, PA 19428
Applicant:	Reed Lyons, esq; IKEA Property, Inc.; 420 Alan Wood Rd; Conshohocken, PA 19428
Contact:	Jay Grubb; Barghausen; 18215 72 <sup>nd</sup> Ave S; Kent, WA 98032
File Number:	LUA14-000951, ECF, SA-H, MOD, MOD, MOD
Project Manager:	Rocale Timmons; Senior Planner

Project Summary:

The applicant is requesting Hearing Examiner Site Plan Review, Environmental (SEPA) Review, and three modifications for the construction of a new 451,000 square foot IKEA retail facility (which includes two future expansions totaling 45,000 square feet). The subject property is located on the north side of SW 43<sup>rd</sup> St between Lind Ave SW and Oakesdale Ave SW at 601 41st St. The project site totals 28.99 acres in area and is zoned Medium Industrial (IM). The site currently contains a 397,972 square foot facility consisting of the IKEA showroom, retail area, restaurant, parking, and associated improvements within two existing structures. The proposal includes the removal of the western most (parking) structure in order to site the proposed retail facility. The eastern most structure (current retail store) would be replaced with a surface parking lot in the amount of 1,666 parking stalls (1,579 stalls following proposed expansions). Access to the site is proposed to be realigned/consolidated into three driveways along SW 41st St, three driveways along SW 43rd St, and one driveway along Lind Ave SW. The applicant has submitted a Drainage Report, Traffic Impact Analysis, Flood Hazard Data, and Geotechnical Engineering study with the subject application. The subject site is located outside of the 100-year flood plain according to FEMA's 1995 Flood Insurance Rate Map (FIRM) however is located within the 100-year flood plain according to FEMA's un-adopted Digital FIRM (DFIRM) map. The site is also located within a Seismic Hazard Area. Construction is anticipated to commence in the Summer of 2015 and complete in early 2017.

Project Location: 601 SW 41<sup>st</sup> St & 800 SW 43<sup>rd</sup> St

Site Area: 28.99 acres



Page 3 of 24

## E. PUBLIC SERVICES:

# 1. Existing Utilities

- a. <u>Water</u>: The proposed development is within the City of Renton's water service area and in the 196-hydraulic pressure zone. There are several existing water lines around the subject property.
- b. <u>Sewer</u>: Sewer service is provided by the City of Renton. There is an existing 8-inch sewer main along the east side of the site in Lind Ave SW.
- c. Surface/Storm Water: There is a private storm drainage conveyance system on site.
- 2. Streets: There are partial street frontage improvements along SW 41<sup>st</sup> St, SW 43<sup>rd</sup> St, and Lind Ave SW.
- 3. Fire Protection: City of Renton Fire Department

# F. APPLICABLE SECTIONS OF THE RENTON MUNICIPAL CODE:

# 1. Chapter 2 Land Use Districts

- a. Section 4-2-020: Purpose and Intent of Zoning Districts
- b. Section 4-2-070: Zoning Use Table
- c. Section 4-2-130: Development Standards for Industrial Zoning Classifications

# 2. Chapter 3 Environmental Regulations

- a. Section 4-3-050 Critical Area Regulations
- 3. Chapter 4 Property Development Standards

# 4. Chapter 6 Streets and Utility Standards

a. Section 4-6-060: Street Standards

## 5. Chapter 9 Procedures and Review Criteria

- a. Section 4-9-200: Site Plan Review
- b. Section 4-9-250: Variances, Waivers, Modifications, and Alternates
- 6. Chapter 11 Definitions

## G. APPLICABLE SECTIONS OF THE COMPREHENSIVE PLAN:

- 1. Land Use Element
- 2. Community Design Element

# H. FINDINGS OF FACT:

- 1. The applicant is requesting Hearing Examiner Site Plan Review, Environmental (SEPA) Review, and three modifications for the construction of a new 451,000 square foot IKEA retail facility. The new retail store includes two future expansions totaling 45,000 square feet along the buildings northern and southern facades.
- 2. The subject property is located on the north side of SW 43rd St between Lind Ave SW and Oakesdale Ave SW at 601 41st St.
- 3. The project site is composed of two parcels totaling 28.99 acres in area and is zoned Medium Industrial (IM). The site currently contains a 397,972 square foot facility consisting of the IKEA showroom, retail area, restaurant, parking, and associated improvements within two existing buildings.

Page 5 of 24

- 18. Pursuant to the City of Renton's Environmental Ordinance and SEPA (RCW 43.21C, 1971 as amended), on September 8, 2014, the Environmental Review Committee issued a Determination of Non-Significance Mitigated (DNS-M) for the IKEA Redevelopment (Exhibit 13). The DNS-M included two mitigation measures. A 14-day appeal period commenced on September 12, 2014 and ended on September 26, 2014. No appeals of the threshold determination were filed.
- **19.** Based on an analysis of probable impacts from the proposal, the Environmental Review Committee (ERC) issued the following mitigation measures with the Determination of Non-Significance Mitigated:
  - The applicant shall provide a Final Geotechnical Report containing specific recommendations in order to mitigate potential geotechnical impacts. The Final Geotechnical Report shall be submitted to and approved by the Department of Community and Economic Development prior to, or concurrent with, building permit approval.
  - 2. The applicant shall be required to submit a Biological Assessment prior to construction permit approval. Should the assessment include unanticipated mitigation recommendations for the applicant shall be required to comply with such recommendations.
- **20.** Representatives from various city departments have reviewed the application materials to identify and address issues raised by the proposed development. These comments are contained in the official file, and the essence of the comments has been incorporated into the appropriate sections of this report and the Departmental Recommendation at the end of this report.
- **21.** The proposal requires Site Plan Review. The following table contains project elements intended to comply with Site Plan Review decision criteria, as outlined in RMC 4-9-200.E:

# SITE PLAN REVIEW CRITERIA: a. COMPREHENSIVE PLAN COMPLIANCE AND CONSISTENCY: The site is designated Employment Area Valley (EAV) on the Comprehensive Plan Land Use Map. The purpose of EAV is to allow the gradual transition of the Valley from traditional industrial and warehousing uses to more intensive retail service and office activities. The intent is to allow these new activities without making industrial uses non-conforming and without restricting the ability of existing businesses to expand. The proposal is compliant with the following Comprehensive Plan policies: Objective LU-HHH: Provide for a mix of employment-based uses, including commercial, office, and industrial development to support the economic development of the City of Renton. Policy LU-304. Non-employment-based uses, such as residential, are prohibited in the Employment Area - Valley. Policy LU-305. Multi-story office uses should be located in areas most likely to be served by future multi-modal transportation opportunities. A greater emphasis on public amenities is appropriate for this type of use. Policy LU-307. Recognize viable existing and allow new industrial uses in the Valley, while promoting the gradual transition of uses on sites with good access and visibility to more intensive commercial and office use. Policy LU-317. Site plan review should be required for all new projects in the Employment Area-Valley pursuant to thresholds established in the City's development regulations. Policy LU-318. New development, or site redevelopment, should conform to development standards that include scale of building, building façade treatment to reduce perception of bulk, relationship between buildings, and landscaping.

Page 7 of 24

Perimeter landscaping along SW 43<sup>rd</sup> St is proposed at a width of approximately 20 feet. SW 41<sup>st</sup> St and Lind Ave SW would have a landscape strip width of approximately 15.5 feet of which 5.5 feet would be located within the right-of-way. In the surface parking area, the applicant is proposing intervening landscaping on average every eight parking stalls.

Within the proposed surface parking lot, 35 square feet of landscaping per parking space would be required for parking lots with 100 or more parking stalls. Based on the proposal of 1,666 surface parking stalls (1,579 stalls after future expansion), a minimum of 58,310 square feet of landscaping would be required within the surface parking areas (55,265 square feet would be required after future expansions). The submitted landscape analysis indicates that a total of 125,000 square feet of landscaping would be provided on site. The project would also provide approximately 58,500 square feet of surface drainage facilities (pond and rain gardens). At least a 10-foot landscape buffer is provided along all street frontages, and total interior parking lot landscaping exceeds City standards by approximately 38,500 square feet. All landscaping, especially the retained mature vegetation; would be used to reduce the aesthetic impact of the surface parking lot and proposed structure.

While the proposed the parking lot landscaping would exceed the minimum landscape frontage and interior parking lot landscaping requirement it is not the intent of City's landscaping regulations that rigid and inflexible design standards be imposed, but rather minimum standards be set. Higher standards can be substituted as long as fencing and vegetation do not exceed height limits specified in RMC 4-4-040. Additionally, Policy CD-39 encourages quality development by supporting site plans which incorporate landscaping standards that reflect unity of design and create a distinct sense of place.

The scale of the proposed structure, while located in an industrial zone, is very large in comparison to surrounding developments in the immediate vicinity. Additionally, the large surface parking area and large detention pond would be located along heavily used primary arterials which would have a visual impact on the pedestrian environment and abutting/adjacent properties without adequate landscape buffers. Wide landscape buffers along the perimeter of the site, specifically along Lind Ave SW would serve as a visual buffer between the proposed development/large surface parking area/detention pond and the smaller scale development surrounding the site. Additionally, properties along Lind Ave SW typically provide 30-foot wide on-site landscape buffers with berming a minimum of 3 feet in height.

Given the aesthetic impacts of the proposed development on less intense neighboring properties staff recommends the applicant be required to provide on-site landscape buffers along the perimeter of the site adjacent to SW 43<sup>rd</sup> St to a minimum width of 20 feet to accommodate a variety of vegetation. Landscaping along Lind Ave SW should continue the landscape width of 30-feet used on neighboring sites along Lind Ave SW. Additionally, all perimeter parking lot landscaping shall be revise to include the following: trees planted an average minimum rate of one tree per 30 lineal feet of street frontage; shrubs planted at the minimum rate of one per 20 square feet of landscaped area; ground cover in sufficient quantities to provide at least 90% coverage of the landscaped area within 3 years of installation; and the use of berms. Existing healthy mature trees which are located within perimeter landscape buffers shall be maintained to the maximum extent possible and protected during construction unless determined by an Arborist that such tree is dead, diseased, or dangerous. A revised landscape plan shall be submitted to, and approved by, the Current Planning Project Manager prior to construction permit approval.

Underground sprinkler systems are required to be installed and maintained for all landscaped areas. The sprinkler system shall provide full water coverage of the planted areas specified on the plan. A detailed landscape plan and irrigation plan will need to be submitted and approved prior to building permit approval.

Screening: Pursuant to RMC 4-4-095 all operating equipment located on the roof of any building

Page 9 of 24

study for the existing IKEA retail location (Exhibit 9). Weekday demands are vary from a range between 677 and 772 trips on the highest peak days, and between 466 and 525 trips on average days. The highest weekday is typically Friday and the lowest weekday is typically Wednesday. An approximate 1,200 vehicles parked is the highest parking demand expected at the existing store using the existing counts and factors to account for seasonality. Average Saturday demand is approximately 951 vehicles. With the overall peak parking demand occurring on a Saturday, a peak parking demand rate of 3.01 vehicles per 1,000 square feet of gross floor area (1,200 existing vehicles / 397,972 existing square feet). The applicant is seeking to apply this parking demand rate to the full buildout of the proposed store (451,000 square feet). Using the applicant's demand it is estimated there would be a peak demand of 1,358 parked vehicles. The applicant is also requesting the City consider a "practical capacity" adjustment in order to ensure efficiency and convenience to customers searching for empty parking spaces, and to account for potential short term peak surges. The applicant contends this adjustment would minimize the need for customers to circulate through the parking lot multiple times searching for spaces, thus reducing traffic congestion and driver frustration. The proposed adjustment factor is designed so that the facility operates at a 85-90% of capacity.

The applicant contends this adjustment is reasonable for a retail use where new customers may not be very familiar with the parking layout and circulation. This practical capacity adjustment factor also accounts for reserved spaces such as ADA spaces that might typically have low utilization to ensure they are always available when needed. The proposed parking supply for the future 451,000 square foot store, at 1,579 parking stalls, allows for a practical capacity adjustment factor of 86%.

It is the goal of the parking standards to allow the provision of sufficient off-street parking to meet the needs of urban development while not providing an excess surplus of spaces. While staff is supportive of the requested increase in parking stalls to accommodate parking demand (1,358 parking stalls) the requested "practical capacity" adjustment would not completely align with the intent of the code requirements. Staff concurs that some adjustment is reasonable for a regional retail use where new customers may not be as familiar with parking layout and circulation. However, the parking area designed to operate at 86% of the capacity is on the low end of the range suggested in the traffic report (Exhibit 9). At the upper end of the capacity adjustment range, 90%, there would be 1,508 parking stalls following the 87 parking stall reduction planned for future expansions. A parking area containing 1,508 parking stalls would provide sufficient off-street parking to meet the demands of the regional retailer while providing some additional capacity for new customers not familiar with the site. Additionally, the reduction from 1,579 to 1,508 stalls would further assist in compliance with policies for decreases in impervious surface area and the use of landscaping to provide buffering of large parking areas specifically along Lind Ave SW. The proposed vehicle parking increase is justified based on evidence provided in the Traffic Report (Exhibit 9) if all conditions of approval are complied with. The increase in stalls would provide an appropriate amount of parking stalls needed to accommodate the use and eliminate impacts on adjacent properties in the vicinity.

Therefore, staff is in support for the requested parking modification to increase the maximum number of parking stalls allowed on site if the following condition of approval is met: The applicant shall revise the site plan to reflect a parking area which operates at no less than 90% of capacity, or no more than 1,508 parking stalls. The revised site plan shall be submitted to, and approved, by the Current Planning Project Manager prior to construction permit approval.

<u>Parking Modification #2</u>: The applicant has requested a parking modification in order to provide less than the required number of parking stalls during construction and/or to provide off-site parking during construction. The applicant intends to phase demolition of the existing facilities with a goal to keep the existing store operational during construction and remain operational until the new structure is complete and open for business. Once the new structure is open for business the existing store would be completely demolished and the remaining balance of the new site work,

Page 11 of 24

area for refuse and recycle deposits.

RMC 4-4-090F allows the Administrator to grant modifications from the refuse and recycle standards for individual cases, provided the modifications meet the following criteria (pursuant to RMC 4-9-250.D.2):

- a. Substantially implements the policy direction of the policies and objectives of the Comprehensive Plan Land Use Element and the Community Design Element and the proposed modification is the minimum adjustment necessary to implement these policies and objectives.
- b. Will meet the objectives and safety, function, appearance, environmental protection and maintainability intended by the Code requirements, based upon sound engineering judgment; and
- c. Will not be injurious to other property(ies) in the vicinity; and
- d. Conform to the intent and purpose of the Code; and
- e. Can be shown to be justified and required for the use and situation intended; and
- f. Will not create adverse impacts to other property(ies) in the vicinity.

Refuse and Recycle Modification: The applicant contends the reduction in the required size of the refuse deposit area is appropriate due to the use of a compacter which has been engineered for high volume usage. The applicant contends the self-contained compactor would reduce refuse pickup while eliminating fluid seepage and minimizing odors thus meeting the objectives of the refuse and recyclable standards. It is not anticipated that the approval of a modification to permit a 500 square foot refuse deposit area, as opposed to 6,600 square foot conventional space, would be injurious to other properties in the vicinity. Staff concurs the requested modification conforms to the intent and purpose of the refuse and recyclable standards by providing adequate refuse deposit areas in the amount necessary for IKEA. The refuse and recyclable deposit areas for the facility would be located west of the new facility away from the pedestrian environment. Specific screening elevations and details were not submitted with the land use application. Therefore, staff recommends approval of the requested refuse and recycle modification if the following condition of approval is met: The applicant shall be required to submit screening detail for the refuse and recyclable deposit area prior to building permit approval.

**Signs:** The applicant would be required to comply with the signage requirements outlined in RMC 4-4-100 at the time of sign application.

**Critical Areas:** As indicated by the FEMA Map included within the Drainage Report (Exhibit 8), the proposed site does <u>not</u> lie within a floodplain or floodway. However, the actual surveyed conditions reveal portions of the perimeter of the site are below the 100-year base flood elevation of the Green River. Compensatory storage would be used to mitigate proposed fill within the flood plain (elevation 21.5) equaling, at a minimum, the volume of fill within the flood plain (Exhibit 6).

The applicant is proposing to fill within an existing floodplain, therefore compensatory storage would be provided to mitigate proposed fill within the floodplain. There would be approximately 13,970 cubic yards of fill within the floodplain (below elevation 21.5). The applicant is proposing to provide approximately 16,900 cubic yards of compensatory storage on-site.

Additionally, new construction of any commercial, industrial or other nonresidential structure shall have the lowest floor, including basement, elevated a minimum of one foot (1') above the level of the base flood elevation.

Staff recommends, as a condition of approval, the applicant be required to obtain and record the

Page 13 of 24

access points.

**Loading and Storage Areas:** Locating, designing and screening storage areas, utilities, rooftop equipment, loading areas, and refuse and recyclables to minimize views from surrounding properties.

See Loading, Screening, and Refuse and Recycle discussion

**Views:** Recognizing the public benefit and desirability of maintaining visual accessibility to attractive natural features.

There are no territorial views for which to maintain visual accessibility. Staff received no comments from adjacent properties regarding views.

**Landscaping:** Using landscaping to provide transitions between developments and surrounding properties to reduce noise and glare, maintain privacy, and generally enhance the appearance of the project.

See Landscaping discussion under Findings Section 21.b.

**Lighting:** Designing and/or placing exterior lighting and glazing in order to avoid excessive brightness or glare to adjacent properties and streets.

Upon project completion, it is anticipated that primary light impacts would be generated from exterior lighting associated with the newly constructed building and parking lot lights. Any lighting impacts of this nature would occur during the evening hours and during the late afternoon in the winter months. Exterior lighting for the proposal would consist of wall mounted exterior lights and lot lights with single and multiple lamps appropriately spaces. Proposed perimeter landscaping with berming is anticipated to minimize glare from headlights on adjacent streets and properties. A detailed lighting plan was not provided with the application.

Staff recommends, as a condition of Site Plan Approval, the applicant be required to provide a lighting plan, compliant with RMC 4-4-075, which will adequately provide for public safety without casting excessive glare on adjacent properties at the time of building permit. The lighting plan shall be submitted to and approved by the Current Planning Project Manager prior to construction permit approval. Parking lot lighting fixtures are to be mounted no more than 25 feet above the ground.

# f. ON-SITE IMPACTS:

**Structure Placement:** Provisions for privacy and noise reduction by building placement, spacing and orientation.

Existing noise within the vicinity of the subject site is primarily composed of vehicles on adjacent streets (SW 41<sup>st</sup> St and, SW 43<sup>rd</sup> St, and Lind Ave SW). Temporary construction noise is anticipated as a result of the subject project. Based on the provided construction mitigation description the applicant has indicated that construction is anticipated to begin in Summer of 2015 and complete in early 2017. At this time, the applicant has indicated that construction work would occur during typical construction hours. Furthermore, the site is surrounded by industrial activity and/or commercial development. Therefore, the temporary noise impacts are anticipated to be minimal and limited in duration.

Due to the requirement and need for parking it is a challenge to limit the paved and/or impervious surfaces on the site. While there is an exceptional amount of parking; the lot has been heavily landscaped. In addition the applicant is proposing an additional bio-swale in order to provide additional water quality treatment. The applicant is taking special measures to protect landscaping from damage by vehicles and/or pedestrian traffic by providing defined pedestrian and vehicular areas. If all conditions of approval are met there will be adequate provisions for privacy and noise reduction by building placement and the use of landscaping.

Page 15 of 24

Approximately 75,000 cubic yards of earthwork would occur across the entire property for building construction, site grading, landscaping, and water quality mitigation. The applicant is proposing approximately 50,000 cubic yards of excavation and 25,000 cubic yards of fill. Approximately 25,000 cubic yards of export would occur with most of the balance of excavated material being used to backfill the site. Approximately 85% of the site is proposed to be covered with impervious surfaces following construction.

**Landscaping:** Use of landscaping to soften the appearance of parking areas, to provide shade and privacy where needed, to define and enhance open spaces, and generally to enhance the appearance of the project. Landscaping also includes the design and protection of planting areas so that they are less susceptible to damage from vehicles or pedestrian movements.

The landscaping is used to provide a transition between the proposed development and the SW 43<sup>rd</sup> St, SW 41<sup>st</sup> St, and Lind Ave SW street frontages. Landscaping has also been incorporated into to the surface parking areas (Exhibit 3). Staff has recommended the applicant provide a revised landscape plan depicting diversity in the planting plan as well as additional landscaping with berming along the Lind Ave SW street frontage which would likely soften the appearance of the parking areas and generally enhance the appearance of the project.

The applicant is proposing a detention pond at the corner of Lind Ave SW and SW 43<sup>rd</sup> St which is a prominent intersection of the City. Surround the pond the applicant is proposing the use of the 4-foot tall chain link fence. The City's fencing requirements are intended to regulate the material and height of fences, particularly in front yards and in yards abutting public rights-of-way, in order to promote traffic and public safety and to maintain aesthetically pleasing neighborhoods. Typically, the use of chain link fencing is discouraged. In order to promote an aesthetically pleasing intersection staff is recommending, as a condition of approval, the applicant provide iron-rod fencing in place of chain link fencing around the perimeter of the proposed detention pond. A fencing detail plan shall be submitted to, and approved by, the Current Planning Project Manager prior to utility construction permit approval.

# g. ACCESS:

**Location and Consolidation:** Providing access points on side streets or frontage streets rather than directly onto arterial streets and consolidation of ingress and egress points on the site and, when feasible, with adjacent properties.

There are five existing driveways along SW 41<sup>st</sup> St which would be consolidated into three driveways evenly spaced between Lind Ave SW and the western property line. The western most driveway, along SW 41<sup>st</sup> St, would be full access and shared with the property to the west. The eastern most driveway, along SW 41<sup>st</sup> St, would also be full access and the central driveway would be exit only.

There are three existing driveways along SW 43<sup>rd</sup> St which would be realigned and evenly space between Lind Ave SW and the western property line. The western most driveway, along SW 43<sup>rd</sup> Ave SW, would also be full access and shared with the property to the west. The eastern most driveway, along SW 43<sup>rd</sup> St, would also be full access and the central driveway would be exit only.

The two existing driveways along Lind Ave SW would be consolidated into one full access driveway centered between SW 41<sup>st</sup> St and SW 43<sup>rd</sup> St. Western driveways (along SW 41<sup>st</sup> St and SW 43<sup>rd</sup> St) would be used to provide access to truck loading bays along the shared drive aisle on the western boundary.

Based on our analysis at the seven proposed access driveways to the site, the entering and exiting turn movements are estimated to operate at acceptable levels (LOS D or better) with minimal queues during the weekday AM, weekday PM, and Saturday peak hours. In addition, vehicle queues from adjacent intersections on Oakesdale Ave SW, Lind Ave SW, SW 41st Street, and SW 43rd Street are

Page 17 of 24

the requested modification to reduce the number of bicycle parking stalls to 54 stalls.

Bicycle Modification #2: The code limits bicycle parking stalls from being located no more than a 50-foot maximum distance from the allowed 50-foot distance from the primary building entrance. The applicant is proposing no more than a 75-foot distance from the entrance to proposed bicycle parking stalls. The proposed location for bicycle parking would be along the east wall of the store. The applicant contends the location is justified based on the activity that occurs at the entrance of the store. Specifically, the entrance of the store is where customers typically stage and transport bulky products to/from their vehicles. Staff concurs that the proposed bicycle location is safe and easily accessible. The location of the bicycle parking stalls would meet the intent and purpose of the bicycle parking standards. There are no identified adverse impacts which would result due to an increase in distance from the entrance for bicycle parking, provided sufficient lighting is provided and identified in the required lighting plan. Therefore staff is in support of the requested modification if all conditions of approval are met.

<u>Transit</u>: Transit service to and from the site is provided by King County Metro Transit. Public transit stops are located on SW 43<sup>rd</sup> St and Lind Ave SW providing access to Metro Transit routes to 153, 161, and 906. The proposal would not alter existing transit service.

**Pedestrians:** Providing safe and attractive pedestrian connections between parking areas, buildings, public sidewalks and adjacent properties.

Internal pedestrian connections to the public sidewalk network are proposed in order to provide safe and efficient pedestrian access throughout the site and to abutting sites. However, an additional pedestrian connection should be provided from the proposed entrance to SW 43<sup>rd</sup> St. Pedestrian crosswalks, between the front façade and the parking lot, appear to be differentiated in some areas while other areas have striping or differentiation at all. In order to provide safe and efficient pedestrian connectivity on site staff recommends the applicant be required to provide an additional pedestrian connection from the proposed entrance to the SW 43<sup>rd</sup> St sidewalk. Additionally, all designated pedestrian area shall be differentiated, in material, from drive aisles. A revised site plan shall be submitted to and approved by the Current Planning Project Manager prior to construction permit approval.

**h. OPEN SPACE:** Incorporating open spaces to serve as distinctive project focal points and to provide adequate areas for passive and active recreation by the occupants/users of the site.

The applicant is not proposing open space on site. Proposed and conditioned landscaping would provide passive recreation opportunities for IKEA customers.

i. VIEWS AND PUBLIC ACCESS: When possible, providing view corridors to shorelines and Mt. Rainier, and incorporating public access to shorelines.

The proposed structure would not block view corridors to shorelines or Mt. Rainier. The public access requirement is not applicable as the site is not adjacent to a shoreline.

j. NATURAL SYSTEMS: Arranging project elements to protect existing natural systems where applicable.

There are no natural systems located on site with the exception of drainage flows. See Drainage discussion under Findings Section 21.k.

**k. SERVICES AND INFRASTRUCTURE**: Making available public services and facilities to accommodate the proposed use.

**Police and Fire:** Police and Fire Prevention staff indicated that sufficient resources exist to furnish services to the proposed development; if the applicant provides Code required improvements and fees. A Fire Impact Fee, based on new square footage of non-residential area is required in order to

Page 19 of 24

Memo, dated June 26, 2014 (Exhibit 10), prior to utility construction permit in order to provide water quality treatment using the proposed Filterra unit.

**Transportation:** The subject site fronts onto SW 41<sup>st</sup> St to the north, SW 43<sup>rd</sup> St to the south, and Lind Ave SE to the east. The applicant submitted a Traffic Impact Analysis prepared by TenW, dated July 14, 2013 (Exhibit 9). An analysis was conducted on the following Transportation items:

<u>Driveways/Access</u>: There are five existing driveways along SW 41<sup>st</sup> St which would be consolidated into three driveways evenly spaced between Lind Ave SW and the western property line. The western most driveway, along SW 41<sup>st</sup> St, would be full access and shared with the property to the west. The eastern most driveway, along SW 41<sup>st</sup> St, would also be full access and the central driveway would be exit only.

There are three existing driveways along SW 43<sup>rd</sup> St which would be realigned and evenly space between Lind Ave SW and the western property line. The western most driveway, along SW 43<sup>rd</sup> Ave SW, would also be full access and shared with the property to the west. The eastern most driveway, along SW 43<sup>rd</sup> St, would also be full access and the central driveway would be exit only.

The two existing driveways along Lind Ave SW would be consolidated into one full access driveway centered between SW  $41^{st}$  St and SW  $43^{rd}$  St. Western driveways (along SW  $41^{st}$  St and SW  $43^{rd}$  St) would be used to provide access to truck loading bays along the shared drive aisle on the western boundary.

Based on our analysis at the seven proposed access driveways to the site, the entering and exiting turn movements are estimated to operate at acceptable levels (LOS D or better) with minimal queues during the weekday AM, weekday PM, and Saturday peak hours. In addition, vehicle queues from adjacent intersections on Oakesdale Ave SW, Lind Ave SW, SW 41st Street, and SW 43rd Street are not expected to have a significant impact on operations of the site driveways. The proposed access configuration is an improvement over what exists today. The new access configuration would provide a more even distribution of traffic compared to the existing store where the majority of customers enter/exit on SW 41st Street.

<u>Frontage Improvements:</u> Pursuant to RMC 4-6-060 all abutting rights-of-way and new rights-of-way dedicated as part of the project s hall be graded to their full width and the pavement and sidewalks shall be constructed as specified in the street standards. The applicant is requesting three street modifications from RMC 4-6-060 for SW 41<sup>st</sup> St, SW 43<sup>rd</sup> St, and Lind Ave SW.

Section 4-4-060 allows the Administrator to grant modifications from the street standards for individual cases, provided the modification meets the following criteria (pursuant to RMC 4-9-250.D.2):

- a. Substantially implements the policy direction of the policies and objectives of the Comprehensive Plan Land Use Element and the Community Design Element and the proposed modification is the minimum adjustment necessary to implement these policies and objectives; and
- Will meet the objectives and safety, function, appearance, environmental protection and maintainability intended by the Code requirements, based upon sound engineering judgment; and
- c. Will not be injurious to other property(ies) in the vicinity; and
- d. Conform to the intent and purpose of the Code; and
- e. Can be shown to be justified and required for the use and situation intended; and
- f. Will not create adverse impacts to other property(ies) in the vicinity.

Street Modification #1/SW 41st St: SW 41st Street is a four/five-lane, east-west two-way collector

Page 21 of 24

back of the existing curb. The applicant has requested a modification in order to allow for a 5.5 foot wide dedication as opposed to an 11.5 foot dedication.

The Transportation Department has a transportation corridor plan for Lind Ave SW which includes a minimum right-of-way width of 91 feet. Therefore, staff has concluded that the curb to curb width of 56 feet is applicable on Lind Ave SW and a 5.5 foot wide dedication (subject to final survey), would accommodate the construction of the City's standard curb, planter, side walk, and 1 feet clear space within the right-of-way. The modified street would meet the objective of a safe walkable environment. The improvements would allow for a planting strip of sufficient size and existing trees within the right of way could be maintained. There are no identified adverse impacts from the requested modification to provide a reduced right of way if all required street improvements are constructed.

Therefore, staff recommends condition of approval required a 5.5 foot wide dedication (subject to a survey) along Lind Ave SW for sufficient enough width to accommodate the code required improvements back of existing curb to include: 8-foot wide landscape planter, 8-foot wide sidewalk, and 1 foot back of sidewalk (subject to survey). The applicant shall be required to provide street lighting on all street frontages according the current street standards and all existing trees within the planter strip shall be maintained to the maximum extent possible.

# Level of Service:

The provided transportation study included weekday AM, PM, and Saturday peak hour level of service analysis, queuing analysis, and traffic volume impacts at the following eight study intersections:

- 1. Oakesdale Avenue SW / SW 41st Street
- 2. Raymond Avenue SW / SW 41st Street
- 3. Lind Avenue SW / SW 41st Street
- 4. Oakesdale Avenue SW / SW 43rd Street
- 5. Lind Avenue SW / SW 43rd Street
- 6. E Valley Road / SW 41st Street / SR 167 SB Ramps
- 7. E Valley Road / SW 43rd Street
- 8. SR 167 NB Ramps / SW 43rd Street

The completed project is anticipated to generate 1,061 net new weekday daily trips, 30 net new weekday AM peak hour trips, 51 net new weekday PM peak hour trips, and 187 net new Saturday peak hour trips.

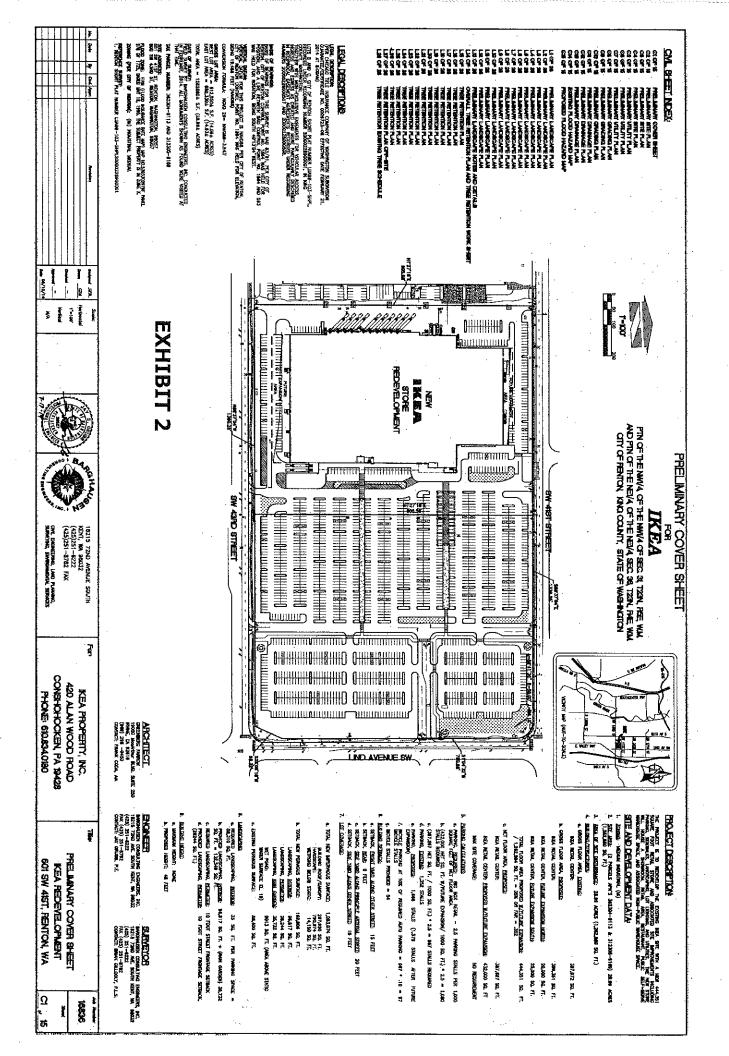
The results of the LOS analysis showed that all signalized study intersections would operate at acceptable levels (LOS D or better) in 2016 with or without the proposed project. The left-turn movement at the intersection of Oakesdale Ave SW/SW 41st St (LOS F during the weekday PM peak hour in 2016 with or without the project) is the worst movement at the stop controlled intersection. Due to the proposed access configuration for the site, traffic volumes at Oakesdale Ave SW/SW 41st St are expected to decrease with the proposal resulting in a decrease in delay and improved operations for the westbound left-turn movement.

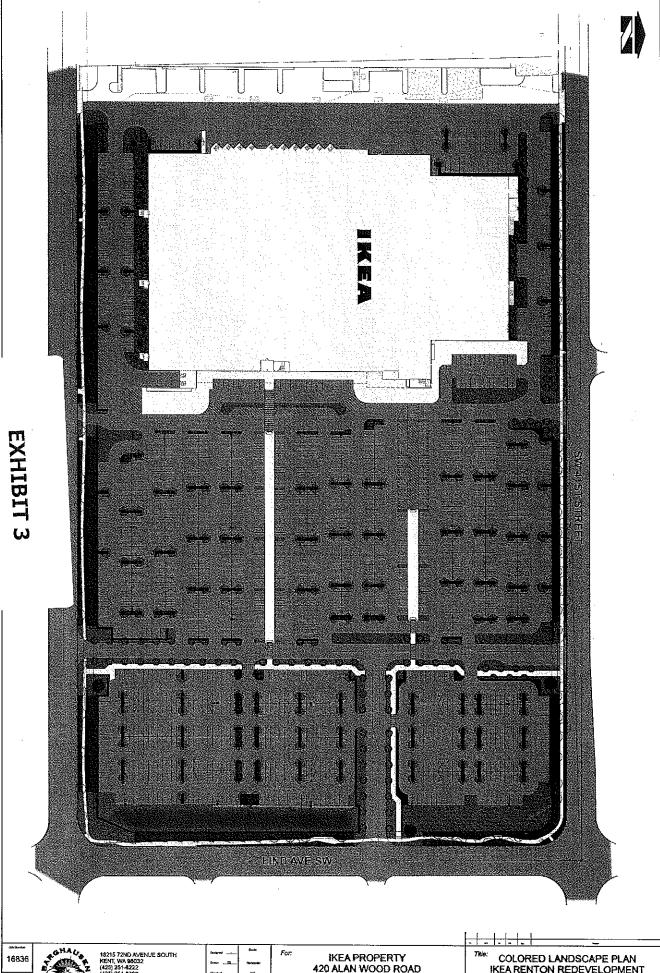
In order to mitigate transportation impacts the applicant would be required to pay the appropriate Transportation Impact Fee. The City's general fee structure does not include a specific use comparable to the proposed regional big box retail use. The City of Renton Ordinance 5670 allows for an independent fee calculation for the calculation of transportation impact fees as an alternative to payment of fees as provided in the impact fee schedule. The applicant has requested to proceed

Page 23 of 24

installation; and the use of berms a minimum of 3 feet in height. Existing healthy mature trees which are located within perimeter landscape buffers shall be maintained to the maximum extent possible and protected during construction unless determined by an Arborist that such tree is dead, diseased, or dangerous. A revised landscape plan shall be submitted to, and approved by, the Current Planning Project Manager prior to construction permit approval.

- 3. The applicant shall provide screening detail for roof-top equipment consisting of clerestories, parapets, walls, or other similar solid, non-reflective barriers or enclosures. The roof-top screening detail shall be provided to, and approved by, the Current Planning Project Manager prior to building permit approval.
- 4. The applicant shall revise the site plan to reflect a parking area which operates at no less than 90% of capacity, or no more than 1,508 parking stalls. The revised site plan shall be submitted to, and approved, by the Current Planning Project Manager prior to construction permit approval.
- 5. The applicant shall be required to provide a detailed interim parking plan along with executed off-site parking agreements prior to construction permit or demolition permit approval whichever comes first. The detailed interim parking plan shall demonstrate, to the satisfaction of the Current Planning Project Manager that a sufficient number of parking stalls are provided on and/or off site as to not cause adverse impacts on surrounding properties during construction.
- 6. The applicant shall be required to submit a revised site plan depicting the rearrangement of the site improvements which comply with RMC 4-4-080 for parking stall and drive aisle dimensions along with the retention of a 20-foot and 15.5 foot landscaping perimeter along SW 43<sup>rd</sup> St and SW 41<sup>st</sup> St respectively. The revised site plan shall be submitted to, and approved by, the Current Planning Project Manager prior to construction permit approval.
- 7. The applicant shall be required to submit screening detail for the refuse and recyclable deposit area prior to building permit approval.
- 8. The applicant shall be required to obtain and record the actual elevation (in relation to mean sea level) of the lowest floor for the new structure. A flood elevation certificate shall be submitted by the applicant to the Current Planning Project Manager prior to the building's finished floor construction. The finished floor elevation would be required to be verified by a preconstruction elevation certificate at the time of construction of a substantial structural element of the finished floor (i.e., foundation form for the concrete floor). An as-built elevation certificate would be required to be provided prior to issuance of final occupancy.
- 9. The applicant shall be required to provide a lighting plan, compliant with RMC 4-4-075, which will adequately provide for public safety without casting excessive glare on adjacent properties at the time of building permit. The lighting plan shall be submitted to and approved by the Current Planning Project Manager prior to construction permit approval
- 10. The applicant shall submit a lighting plan which includes ornamental lighting within the vicinity of the primary entrance and bicycle parking in order to adequately illuminate the area for pedestrians and bicyclists. The lighting plan shall be submitted to and approved by the Current Planning Project Manager prior to construction permit approval.
- 11. The applicant shall provide iron-rod fencing in place of chain link fencing around the perimeter of the proposed detention pond. A fencing detail plan shall be submitted to, and approved by, the Current Planning Project Manager prior to utility construction permit approval.
- 12. The applicant shall be required to provide an additional pedestrian connection directly from the proposed entrance to the SW 43<sup>rd</sup> St sidewalk. Additionally, all designated pedestrian area shall be differentiated, in material, from drive aisles. A revised site plan shall be submitted to and approved by the Current Planning Project Manager prior to construction permit approval.







18215 72ND AVENUE SOUTH KENT, WA 98032 (425) 251-8222 (425) 251-8782

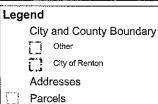
IKEA PROPERTY 420 ALAN WOOD ROAD CONSHOHOCKEN, PA 19428 PHONE 610.834.0180

COLORED LANDSCAPE PLAN IKEA RENTON REDEVELOPMENT 601 SW 41ST. RENTON, WA

# **Aerial Photo**



# Notes None 256 0 128 256 Feet WGS\_1984\_Web\_Mercator\_Auxiliary\_Sphere



**EXHIBIT 4** 



Information Technology - GIS
RentonMapSupport@Rentonwa.gov
4/28/2014

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

THIS MAP IS NOT TO BE USED FOR NAVIGATION

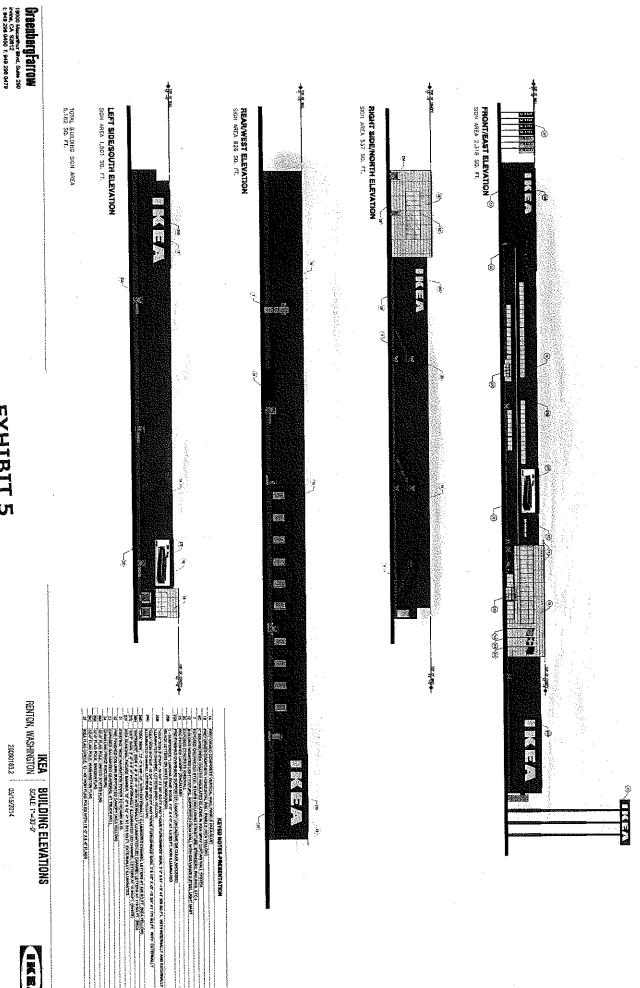
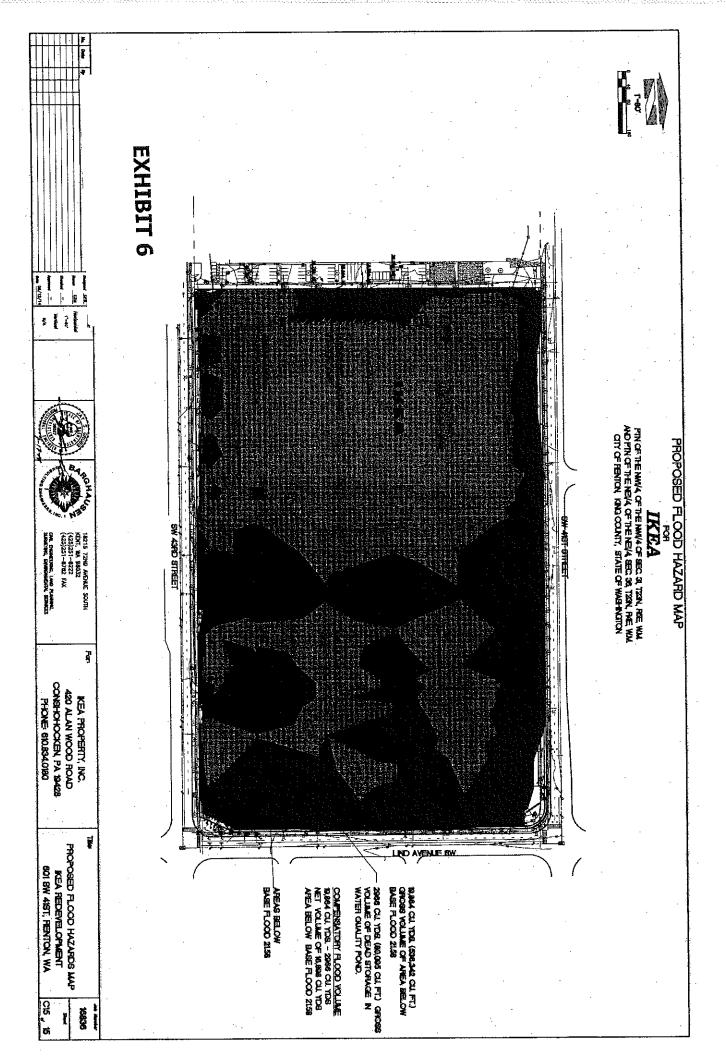
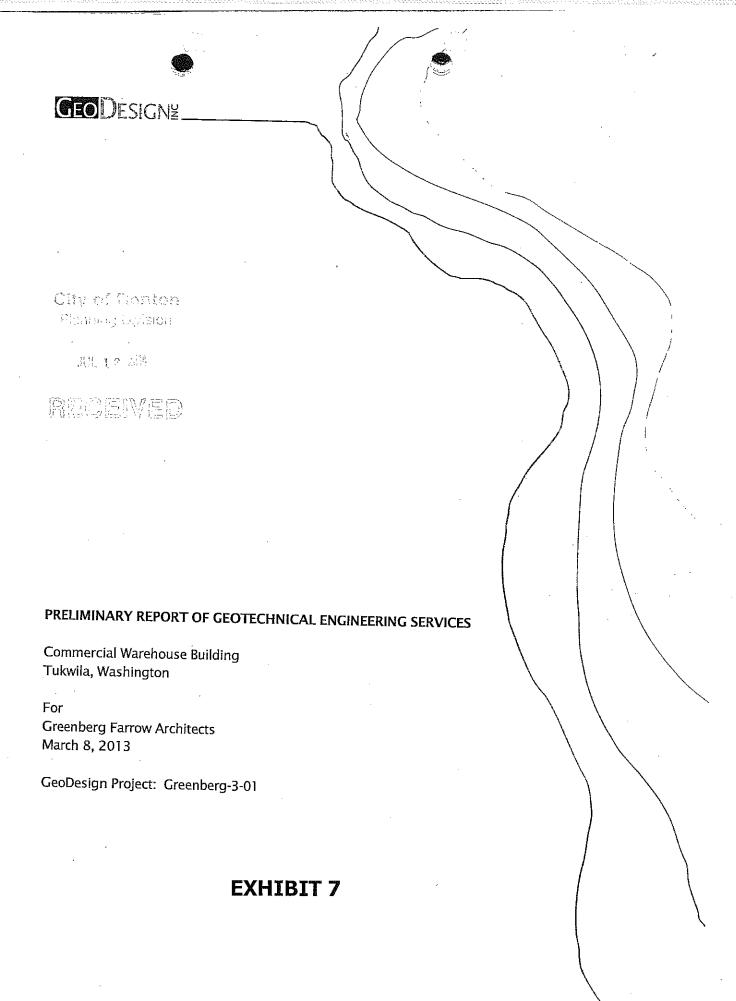


EXHIBIT 5







City of Renton

Planning.Division

JUL 18 2014

NWC - S.W. 43rd Street and Lind Avenue S.W. Renton, WA 98057

RECEIVED

Prepared for: GreenbergFarrow 19000 MacArthur Boulevard, Suite 250 Irvine, CA 92612

> July 11, 2014 Our Job No. 16836

IKEA

# **EXHIBIT 8**



City of Renton

Planning Division

JUL 1 8. 2014

RECEIVED

# IKEA Renton Redevelopment

Transportation Impact Study July 14, 2014

Prepared for:

Greenberg Farrow Architecture, Inc. 1430 West Peachtree Street, NW Suite 200 Atlanta, Georgia 30309

Prepared by:

**%TENW** 

Transportation Engineering NorthWest

11400 SE 8th Street, Suite 200

Bellevue, WA 98004

Office: (425) 889-6747

Fax: (425) 889-8369

**EXHIBIT 9** 

# **Rocale Timmons**

From:

Karen Walter < KWalter@muckleshoot.nsn.us>

Sent:

Tuesday, August 12, 2014 12:55 PM

To:

Rocale Timmons

Subject:

RE: City of Renton SEPA (DNSM) Notice of Application - IKEA Redevelopment -

LUA14-000951, ECF, MOD, SA-H

**Attachments:** 

Landscape Ecotoxicology of Coho Salmon Spawner Mortality in Urban watersheds.pdf; Copper\_effects\_on\_Salmonids\_-\_Abstracts\_C A \_Woody1.pdf; copper toxicity\_visibility vulnerability juv coho salmon predation by cutthroat trout\_McIntyre et al 2012.pdf

## Rocale.

Thank you for sending us the site plan; flood hazard data figure; and the Technical Information Report. We have reviewed this information along with the Notice of Application and Proposed MDNS and the checklist and have some initial comments and questions:

- 1. The project is proposing to only treat, but not detain stormwater. Why is the project exempt from stormwater detention/infiltration requirements? How does the applicant intend to meet the City's flood plan compensatory requirements without detention or storage?
- 2. The project is proposing to treat stormwater using basic methods without oil/water separators. Instead, we recommend that the project be required to use enhanced treatment methods to treat stormwater as the stormwater will be discharged, to Springbrook Creek. Springbrook Creek is a known salmon-bearing water and salmon can be adversely affected by stormwater pollutants, particularly, metals and oils found in stormwater (see attached); therefore, we recommend that the project maximize its pollutant reduction methods by using enhanced treatment methods.

We appreciate the opportunity to review this proposal and look forward to Renton's responses. We may have further comments subsequently.

Best regards, Karen Walter Watersheds and Land Use Team Leader

Muckleshoot Indian Tribe Fisheries Division Habitat Program 39015 172nd Ave SE Aubum, WA 98092 253-876-3116

From: Rocale Timmons [mailto:RTimmons@Rentonwa.gov]

Sent: Tuesday, August 12, 2014 11:20 AM

To: Karen Walter

Subject: RE: City of Renton SEPA (DNSM) Notice of Application - IKEA Redevelopment - LUA14-000951, ECF, MOD, SA-H

Second Part of TIR

From: Karen Walter [mailto:KWalter@muckleshoot.nsn.us]

**Sent:** Tuesday, August 12, 2014 11:11 AM

To: Rocale Timmons

Subject: RE: City of Renton SEPA (DNSM) Notice of Application - IKEA Redevelopment - LUA14-000951, ECF, MOD, SA-H

Thanks Rocale.

# DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT



# MEMORANDUM

DATE:

October 3, 2014

TO:

Rocale Timmons, Senior Planner

FROM:

Steve Lee, Development Engineering Manager

CIL

SUBJECT:

Traffic Concurrency Test - Copperwood Preliminary Plat;

File No. LUA14-000951, ECF, SA-H, MOD

The applicant is requesting SEPA Environmental Review, Preliminary approval, and a street modification for a site redevelopment to replace the existing 397,972 square feet IKEA store with a larger store of up to 451,000 square feet with surface parking. The subject property is a collection of two parcels located at 601 and 800 SW 43<sup>rd</sup> Street in the City of Renton. Thes two parcels are west of Lind Avenue SW, south of SW 41st Street and north of SW 43<sup>rd</sup> Street. Access to the two parcels is currently via 3 driveways on SW 41st Street, 3 driveways on SW 43rd Street and 1 driveway on Lind Avenue SW. The proposal includes no new proposed driveway locations but improvements anticipated along Lind and SW 43<sup>rd</sup> Street. The proposed redevelopment would generate approximately 1061 net new weekday daily trips. During the weekday AM peak hour, the project would generate approximately 30 net new trips (19 inbound and 11 outbound). During the weekday PM peak hour, the project would generate approximately 51 net new trips (23 inbound and 28 outbound). During the Saturday peak hour the redevelopment of the IKEA Renton site is anticipated to generate 187 net new trips with 81 entering and 106 existing. The proposed project passes the City of Renton Traffic Concurrency Test per RMC 4-6-070.D as follows:

Traffic Concurrency Test Criteria	Pass
Implementation of citywide Transportation Plan	Yes
Within allowed growth levels	Yes
Project subject to transportation mitigation or impact fees	Yes
Site specific street improvements to be completed by project	Yes

# **Traffic Concurrency Test Passes**

# **Evaluation of Test Criteria**

<u>Implementation of citywide Transportation Plan</u>: As shown on the attached citywide traffic concurrency summary, the city's investment in completion of the forecast traffic improvements are at 130% of the scheduled expenditure through 2013.

<u>Within allowed growth levels:</u> As shown on the attached citywide traffic concurrency summary, the calculated citywide trip capacity for concurrency with the city adopted model for 2014 is 96,550 trips, which provides sufficient capacity to accommodate the 1061 additional trips from this project. A resulting 95,879 trips are remaining.

<u>Project subject to transportation mitigation or impact fees</u>: The project will be subject to transportation impact fees at time of building permit for each new single family residence.

<u>Site specific street improvements to be completed by project</u>: The project will be required to complete all internal and frontage street improvements for the plat prior to recording. Any additional off-site improvements identified through SEPA or land use approval will also be completed prior to final occupancy.

# **Background Information on Traffic Concurrency Test for Renton**

The City of Renton Traffic Concurrency requirements for proposed development projects are covered under Renton Municipal Code (RMC) 4-6-070. The specific concurrency test requirement is covered in RMC 4-6-070.D, which is listed for reference:

# D. CONCURRENCY REVIEW PROCESS:

- 1. Test Required: A concurrency test shall be conducted by the Department for each nonexempt development activity. The concurrency test shall determine consistency with the adopted Citywide Level of Service Index and Concurrency Management System established in the Transportation Element of the Renton Comprehensive Plan, according to rules and procedures established by the Department. The Department shall issue an initial concurrency test result describing the outcome of the concurrency test.
- 2. Written Finding Required: Prior to approval of any nonexempt development activity permit application, a written finding of concurrency shall be made by the City as part of the development permit approval. The finding of concurrency shall be made by the decision maker with the authority to approve the accompanying development permits required for a development activity. A written finding of concurrency shall apply only to the specific land uses, densities, intensities, and development project described in the application and development permit.

Transportation Concurrency Test Page 3 of 3 October 3, 2014

**3. Failure of Test:** If no reconsideration is requested, or if upon reconsideration a project fails the concurrency test, the project application shall be denied by the decision maker with the authority to approve the accompanying development activity permit application.

The Concurrency Management System established in the Transportation Element on page XI-65 of the Comprehensive Plan states the following:

Based upon the test of the citywide Transportation Plan, consideration of growth levels included in the LOS-tested Transportation Plan, payment of a Transportation Mitigation Fee, and an application of site specific mitigation, development will have met City of Renton concurrency requirements.

# DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT



# **ENVIRONMENTAL (SEPA) DETERMINATION OF NON-SIGNIFICANCE** - MITIGATED (DNS-M)

PROJECT NUMBER:

LUA14-000951, ECF, SA-H, MOD, MOD, MOD

APPLICANT:

Jay Grubb, Barghausen Consulting Engineers

PROJECT NAME:

**IKEA Redevelopment** 

PROJECT DESCRIPTION:

The applicant is requesting Hearing Examiner Site Plan Review, Environmental (SEPA) Review, and three modifications for the construction of a new 451,000 square foot IKEA retail facility (which includes two future expansions totaling 45,000 square feet). The subject property is located on the north side of SW 43rd St between Lind Ave SW and Oakesdale Ave SW at 601 41st St. The project site totals 28.99 acres in area and is zoned Medium Industrial (IM). The site currently contains a 397,972 square foot facility consisting of the IKEA showroom, retail area, restaurant, parking, and associated improvements within two existing buildings. The proposal includes the removal of the western most (parking) structure in order to site the proposed retail facility. The eastern most structure (current retail store) would be replaced with a surface parking lot in the amount of 1,666 parking stalls (1,579 stalls following proposed expansions). Access to the site is proposed to be realigned/consolidated into three driveways along SW 41st St, three driveways along SW 43rd St, and one driveway along Lind Ave SW. The applicant has submitted a Drainage Report, Traffic Impact Analysis, Flood Hazard Data, and Geotechnical Engineering study with the subject application. The subject site is located outside of the 100-year flood plain according to FEMA's 1995 Flood Insurance Rate Map (FIRM) however is located within the 100-year flood plain according to FEMA's un-adopted Digital FIRM (DFIRM) map. The site is also located within a Seismic Hazard Area. Construction is anticipated to commence in the Summer of 2015 and complete in early 2017.

PROJECT LOCATION:

800 SW 43rd St

LEAD AGENCY:

City of Renton

**Environmental Review Committee** 

Department of Community & Economic Development

The City of Renton Environmental Review Committee has determined that it does not have a probable significant adverse impact on the environment. An Environmental Impact Statement (EIS) is not required under RCW 43.21C.030(2)(c). Conditions were imposed as mitigation measures by the Environmental Review Committee under their authority of Section 4-9-070D Renton Municipal Code. These conditions are necessary to mitigate environmental impacts identified during the environmental review process. Because other agencies of jurisdiction may be involved, the lead agency will not act on this proposal for fourteen (14) days.

Appeals of the environmental determination must be filed in writing on or before 5:00 p.m. on September 26, 2014. Appeals must be filed in writing together with the required fee with: Hearing Examiner, City of Renton, 1055 South Grady Way, Renton, WA 98057. Appeals to the Examiner are governed by RMC 4-8-110 and more information may be obtained from the Renton City Clerk's Office, (425) 430-6510.

**PUBLICATION DATE:** 

September 12, 2014

# DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT



DATE OF DECISION:

September 8, 2014

SIGNATURES:

Gregg Zimmerman, Administrator

Public Works Department

Terry Higashiyama, Administrator Community Services Department 9/8/14

Date

Mark Peterson, Administrator

Fire & Emergency Services

Date

-----

Date

C.E. "Chip" Vincent, Administrator Department of Community &

Economic Development

Date